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ABSTRACT

This first report of the Commission on Public School Personnel Policies in Ohio sets forth a course of action to improve student learning by better use of teaching staffs. The most important needs of the children are determined to be an individual capacity for problem solving (the development of this skill must begin with a mastery of "the three Rs") and the ability to live and interact successfully with a variety of other persons. This report includes chapters on matching the capabilities of teachers with the needs of the students, the role of the state in education, and the improvement of instruction through common planning and peer influence. Recommendations of this report include adopting staffing plans for individualized instruction, capitalizing on the differing talents of teachers, and directing the needed guidance of the Ohio State Department of Education towards the school districts for better use of school personnel. (Related document is SP 006 261.) (JA)

ED 076502

ORGANIZING FOR LEARNING

A Report of the

COMMISSION ON PUBLIC SCHOOL
PERSONNEL POLICIES IN OHIO

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Preface

This is the first report of the Commission on Public School Personnel Policies in Ohio to the people of Ohio. It sets forth a course of action to improve student learning by better use of teaching staff. It will be followed by reports on other personnel policies.

The nine Ohio private and community foundations that appointed and funded the Commission have a long history of concern for public school education and a fundamental belief that results of the educational process depend in great part on the basic competence, training, and utilization of the teaching staff. They established this statewide commission of laymen for the purpose of determining ways of achieving optimum quality and use of staff and enlarging the attractiveness of teaching as a career.

Much research on public school personnel policies has been done by competent professional people. Many constructive ideas for change are in the minds of teachers and administrators. The Commission's role is one of synthesis of the research, experience, and judgment of qualified people; clarification of issues; and advocacy of indicated courses of action. Its words will not be new. It hopes that its voice will provide guidance and motivation to a public deeply concerned about the effectiveness of its public schools.

The Commission represents a wide range of points of view and came together with no political intent regarding legislative courses of action. Its aim is to look generally and objectively at ways of improving public school education within the scope of its particular interest in personnel policies.

The Commission expresses it appreciation to the many teachers and administrators throughout Ohio who have assisted in its work and to Stayner F. Brighton, Executive Secretary, Ohio Education Association; Martin W. Essex, Superintendent of Public Instruction, Department of Education; Willard E. Fox, Executive Director, Ohio School Boards Association; Murl E. Huffman, Teacher, West Carrollton High School, and former

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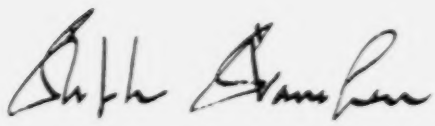

Stephen Stranahan
Chairman

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I OHIO SCHOOLS IN CHANGE

"Considering all the talk today about meeting the individual needs of students, attention to individual differences among teachers is long overdue."

--Dwight W. Allen

Too many young people in Ohio are going through its public schools without getting the education they need. Despite efforts of many educators and the public to provide better schooling, outmoded patterns of school organization too often keep needed improvements in instructional programs from reaching their full potential. The Commission on Public School Personnel Policies in Ohio believes that without improved utilization of school staffs, teacher skills cannot be sufficiently matched with student needs to provide the quality of instruction that the people in Ohio want and need.

Schools need more money, but money alone is not the answer. We believe that the people and educators of Ohio want our schools to meet the full needs of our students and that new plans of school organization can provide substantial pay-offs in educational gains for a minimal investment of our resources. Furthermore, we cannot afford the human and financial consequences which result when schools fail to educate a sizeable portion of their students.

In this report we outline our recommendations for action at the state and community levels to improve school staff utilization and set forth the reasoning which has led us to urge adoption of these recommendations.

Needs

What are the needs? Attempts to predict in detail what intellectual, social, and manual skills will be needed during the lifetime of today's youth are beyond our abilities. We

conclude, however, that two skills are indispensable. One is an individual capacity for problem-solving--the ability to identify problems and choose the ways to solve them. The development of this skill must necessarily begin with mastery of the "three R's." The second is the ability to live and interact successfully with a variety of other persons. These skills have always been among the goals of schools. With the advent of the knowledge explosion, of rising human aspirations, of a highly interdependent technological and urban society, the importance of these skills has become increasingly visible. In the future they are likely to become even more important.

Developing these individual and personal skills calls for great sensitivity in diagnosing student needs and great flexibility in arranging learning experiences. In short, it calls for a high degree of individualization in instruction.

Conventional schools are poorly organized to individualize instruction. Until only recently, schools in Ohio, and everywhere else, have been built and organized in "egg-carton" style to put one teacher with a homogeneous or heterogeneous group of 25 to 35 students in a self-contained classroom.

By and large, this has resulted in treating children as if all with a birthday in the same year have the same interests, abilities, motivations, and personal styles of learning. Children of the same age and from the same families and neighborhoods differ greatly in all of these respects, and the same child may vary substantially from time to time in his rate of development intellectually, emotionally, and socially. An eight-year-old may perform like a seven-year-old in reading, and a nine- or ten-year-old in math.

We have also treated teachers by job assignment and financial remuneration as if all with a similar academic credential and the same years of experience were alike in capability and in interest to guide the learning experiences of students.

If the goals of developing every child to his full potential in problem-solving and ability to be a constructive individual in society are to be reached, these patterns have to change. Ways have to be found to utilize school staffs more effectively toward the goals of individualizing instruction and developing the whole child.

New Patterns of Organization

Fortunately, some ways are known. The ideas are not new. They have been discussed and experimented with for many years by educational researchers and practitioners. They are being successfully employed today in a number of Ohio schools and in other schools throughout the nation. Many of these are just beginnings, but districts with some innovating schools range from Cleveland, the largest in the State, to Union-Scioto, one of the smallest; and from Ottawa Hills, one of the richest; to Springfield Local in Holland, one of the poorest.

The Commission staff has surveyed superintendents in all 631 school districts in Ohio. It has worked with teachers and administrators in over 60 school districts across the state and has analyzed innovative practices in utilizing teaching staff throughout the country. Commission members have visited schools which are using a variety of staffing plans and have discussed their relative advantages with teachers and administrators.

We are not in a position to prescribe any particular plan for a given district. Variations among teachers, students, learning situations, and communities preclude exact determination of the relative advantages of different new plans or the formulation of a "model" plan suitable for all districts in the State. The important thing is that many districts **are** moving away from recognized deficiencies in traditional practices.

There are many different plans under which schools in Ohio are reorganizing classrooms and using teachers more effectively. These plans are described in detail in the appendix of this report. The most common are usually termed team teaching and differentiated staffing. The aim of all of these plans is to individualize instruction through flexible staffing.

The new ways of organizing schools usually have one thing in common: teachers share responsibility for assessing individual student needs and for directing and evaluating a common group of students. All operate under the rationale that a teacher in dialogue with another teacher is an improvement on a teacher in isolation, that flexibility in grouping students is essential to meeting their particular needs, and that the professional teacher

should not be expected to carry out alone the myriad tasks involved in teaching students.

Flexible staffing has gone well beyond the fad stage, as educators become increasingly satisfied and rewarded by improved overall performance in students. The majority of school buildings being constructed in Ohio today are designed for flexible teaching arrangements.

The most innovative staffing plans are to be found in elementary schools; next come the new middle schools, which typically include grades 6 to 8. Although many secondary schools are lagging behind, their teachers and principals are beginning to question the limitations of rigid assignment of students to a subject teacher. Experiments with schedules which allow for more creative planning and teaching are beginning.

One of the most exciting aspects of new plans for use of teachers is their suitability to a wide variety of locales. They have proven highly applicable to the inner city as well as to suburban and rural areas. In fact, new plans of school organization for teaching may be the heart of any meaningful effort to improve the quality of schooling in the inner city.

Martin Luther King Elementary School in Toledo and Westwood Elementary School in Dayton are two examples of inner city schools which are solving many of their problems and enriching the learning of students by using exciting new plans of staffing. Martin Luther King has established a multi-unit, team teaching plan, while Westwood is completely revamping its internal structure with adoption of a differentiated staffing plan. Teachers, students, parents, and administrators in both cities are enthusiastic about the results being achieved.

In the course of improving the education of students by better matching their needs with the capabilities of teachers, schools are realizing other indirect advantages of flexible staffing. The beginning teacher is being given the aid and supervision of experienced teachers rather than being left largely alone; principals are finding ways of getting closer to the process of education in their schools; teachers are being given the opportunity to be compensated financially for assuming added academic duties and responsibilities.

Future Course of Action

The great majority of school districts in Ohio are at least thinking about opportunities for improving student learning through better utilization of staff, and a large number have taken some kind of action. The State is dotted with small fires that need to be fanned.

The general situation can be described as too little but not too late. School districts that have implemented flexible staffing arrangements have done so almost entirely through their own individual efforts, drawing in some instances upon limited Federal funds available for innovative and experimental programs.

Most school districts need two kinds of help to get the job done in a reasonable period of time. They need technical assistance in planning, training of personnel for new tasks, and program evaluation. And they need financial aid in meeting the start-up costs of these activities. The Commission believes that the most effective and economical way to provide this assistance would be through a program at the State level.

We submit that financial aid to help improve school staffing is sound insurance that the operating dollars schools receive will be used to best advantage.

The Commission believes that improvements in staff utilization are so vital for preparing children today for the skills they will need as adults and for ensuring that the public resources devoted to education will produce improved educational performance, that it urgently makes the following recommendations to the people and schools of Ohio:

- **Adopt flexible plans of staffing that meet the needs of students by individualizing instruction and capitalizing on the differing talents of teachers.**

- **Assign beginning teachers to work in**

close association with experienced teachers and at tasks for which they are best suited.

- Provide for optimum sharing of information and ideas among teachers and set aside adequate time for group planning.

- Appraise the present roles of principals and arrange for stronger instructional leadership in each school.

- Expand the use of nonprofessionals to increase the effectiveness of teachers and the learning opportunities of students.

- Improve teacher leadership in schools and enhance the profession of teaching by paying teachers extra money for assuming special academic responsibilities.

- Expand efforts to measure the effects of all plans of teaching.

- Give high priority to in-service training of teachers and administrators in new ways of utilizing staff.

- Arrange for the State Department of Education to provide needed guidance to school districts in planning and implementing better use of school personnel.

- **Provide state development funds to underwrite start-up costs of planning, training, and evaluation essential to successful adoption of innovations in utilization of teaching staff.**

II MATCHING THE CAPABILITIES OF TEACHERS WITH THE NEEDS OF STUDENTS

"The teaching profession is one of the few in which the time of a superb professional with 20 or 30 years' experience is used in just about the same way as the day he first walked into the classroom."

--John W. Gardner

Any plan of staff utilization has only one fundamental goal: to permit the learner to learn what he needs to learn in the way in which he is best able to learn.

"Individualized instruction," although an objective of educators for a long time, has been an elusive target. It could hardly have been otherwise in a situation in which a single teacher had the responsibility for the instruction of twenty-five or more students.

Although there has been at least tacit agreement that all students are not alike, schools have not taken into account the fact that all teachers are not alike. Elementary schools, especially, have failed to adapt to the intellectual and psychological differences in teachers. Teachers also differ in their ability to teach various subject areas, to take responsibility for improvement in curriculum and methods, and to work with various types of students.

To individualize instruction is to match the teacher, the length of time, the place, the materials and the activity to the individual student and his learning style. In other words, the ideal learning environment should be established for each student.

In order for this to happen, a "teaching-learning cycle" must occur. This cycle consists of:

Diagnosis of the student to determine what he should learn next;

Prescription of the proper materials and activities--in effect, structuring the learning environment;

Application of the materials and activities;

Evaluation of the student's progress.

All of this is difficult to accomplish in the traditional classroom situation.

Generalists and Specialists

The typical elementary teacher is primarily trained as a subject area generalist, with some emphasis on individualizing instruction. Yet, increase in the store of knowledge and advanced methods of teaching frequently go far beyond his capabilities.

The typical elementary teacher is given college methods courses in the various subject areas, with strong emphasis in reading and language arts. He is often lacking in rigorous course work in other subjects. For example, numerous surveys have shown that elementary teachers rarely take a substantial number of courses in mathematics and science. Depending upon the schools in which he teaches, the elementary teacher may receive some help from specialists in art, music, and physical education, but in most cases he will need to teach all other subjects in the curriculum.

The secondary teacher is trained as a subject specialist, but is given little training in the process of dealing with the particular requirements of individual students. He is not only subject-oriented, but his teaching load of at least 150-180 students each day generally precludes the possibility of individualizing instruction.

Both elementary and secondary teachers are faced with a variety of additional administrative tasks which have little to do with instruction. When these are added to their teaching duties, it is apparent why the present-day job of the teacher is often unmanageable.

Major Advantages of New Plans of Staff Utilization

How d some of the new plans of staff utilization compensate for ba ic differences in the capabilities of teachers? Specifically, the ollowing major advantages are cited by those schools which hav permitted a group of teachers to share the responsibility for t e educational activities and progress of an assigned group of st dents:

Sev eral teachers working together are better able to ope with the "knowledge explosion." With the adv nt of the "new math," the "new social studies," the "inquiry" or "discovery" approach to science, and nur erous other curricular programs, the classroom teac her has faced the almost insurmountable task of tryi g to keep up.

Ma y of the new elementary school staffing plans allow a n ember of the team to take primary responsibility for a specified subject area, e.g, science. He may not do ll of the teaching of that subject, but is the acknowledg d "expert" on that subject for the team.

Ima ginative methods of grouping make it possible for one or two teachers to work with small groups of s udents.

Wo king with small groups is a luxury the teacher in the self contained classroom seldom is permitted. While nearly e very elementary teacher organizes his class into reading groups, there is always the need for further subdividing and for other types of grouping.

Thr ugh the use of common planning and varying group size, the team is able to schedule the student who needs add tional help or different experiences into the learning situ tion he needs.

Mo e students have the opportunity to be taught by the superior teacher.

Wh n schools follow the traditional plan of assigning stu ents to a single teacher for an entire year, they are in ffect playing "Russian Roulette" with a student. The

student may spend the year with a gifted teacher, or with an average teacher, or he may "plateau" or regress under a teacher with a noticeable lack of talent.

Teaming affords the opportunity to "spread the wealth." The influence of the superior teacher can bear on all children in the group, and it may be possible to put the less talented teacher into situations where he can concentrate on those things he does best.

Students have the opportunity to be exposed to several teaching styles and to different points of view.

Not all students react equally to a single style of teaching. Some learn better under one style, some with another. Neither is it particularly healthy for a student to be under the influence of a single point of view for the entire school year.

Under flexible staffing patterns, the student benefits from being taught by different teachers, with varying personalities and approaches to teaching.

These advantages are just those which relate **directly** to the student. There are many others described in later parts of this report which **indirectly** cause the student to benefit from a reorganization of the school.

While effective staff utilization is important primarily in terms of the learning options it offers the individual student, its impact on the self-image of the teacher can lead in turn to better instruction. When one asks teachers who have been part of innovative programs how they feel about their experiences, they typically cite an improved sense of professionalism.

Why the "more professional" feeling? Teachers reply that for the first time in their careers they are able to fit most children into the learning patterns which are best for them. The teacher then becomes a true facilitator of learning, rather than just a purveyor of knowledge.

III DEVELOPING BEGINNING TEACHERS

"Beginners must develop many capabilities while on the job; they cannot be prepared to deal with all the situational variables related to children and other elements of a school's instructional program prior to working in the school."

--Herbert J. Klausmeier

When a prospective teacher leaves a teacher-training institution, most schools assign him as though he were ready to take over the instruction of students. Unfortunately, a teaching certificate is based on courses taken in college; it may be no guarantee of demonstrated competence in teaching.

Even though the new teacher is expected to shoulder the same responsibilities as his more experienced colleagues, most principals would agree that beginning teachers usually need a large amount of help and supervision. Indeed, some new teachers find themselves completely unable to cope with a given group of students.

In few occupations is the fledgling thrown into a situation in which he is left almost entirely on his own. Most professional groups and other organizations make an attempt to bring a new employee along slowly, allowing him more and more free rein as he gains experience and displays increasing competency. The beginning teacher, assigned to a classroom of students, is expected to fulfill the same function as the teacher with thirty years' experience, although the novice is usually extended a certain tolerance for making more mistakes.

The plight of the new teacher is worsened usually by lack of supervision. The principal is the school leader, but most surveys show that he does not spend the time he would like in the supervision of instruction.

Most new school staffing plans are designed to help the beginning teacher adjust to his new environment. By placing the novice on a team which includes experienced teachers of proven ability, he has the opportunity to get his feet on the ground. In most instances, team leaders or master teachers have the specific responsibility for matching the new teacher's work assignments with his rate of development.

Where plans of organization permit principals or other supervisors to function as instructional leaders, they are also in a position to provide special guidance to the new teacher. This type of supervision emphasizes direction and guidance from fellow teachers with demonstrated ability and from principals who are regarded as the "principal teacher."

IV IMPROVING INSTRUCTION THROUGH COMMON PLANNING AND PEER INFLUENCE

"There is a law known as 'synergism' in chemistry which says that when you have a mixture of different agencies, the total effect is greater than the sum of the separate effects taken independently. With synergism, two and two can add up to five or even six or seven.

The same thing happens to be true in personal and social relations. Five men who might be deemed stupid if observed separately can often combine to produce a brilliant result."

--Sydney J. Harris

Over the years, many new ideas about curriculum and teaching methods have been offered as prescriptions for improving the instruction of students. Unfortunately, too few of these have been fully accepted and fairly tested. This is not to say that much fine teaching does not occur in the self-contained classroom.

John Goodlad has emphasized that cooperative teaching forces those involved to make professional decisions based on the full range of factors entering into the teaching-learning process, particularly subject matter, learner interest, pupil characteristics, and teacher competence.

There is obvious merit in common planning by teachers. Ideas become more flexible when they are tested in an exchange with other people. The shallowness of one idea is readily exposed, while the depth of another is quickly reinforced.

Improving the Teaching-Learning Cycle

All aspects of the teaching-learning cycle (diagnosis, prescription, implementation, and evaluation) can be carried out more effectively using a more flexible pattern of staff utilization. The diagnosis of a student's learning problem by any single teacher is necessarily limited and subject to bias. As far as prescription is concerned, most teachers tend to fall into narrow patterns of methodology; they begin to rely on a single technique or device to teach all students.

In the implementation phase, which is perhaps the most crucial aspect in the cycle, team teaching offers its greatest promise. First, the person chosen to carry out an assignment can be selected by the group because of his particular interest or strength in the given area. Through sharing responsibilities, teachers gain freedom to specialize or to work with individuals or small groups of students, and to develop materials in a manner seldom possible in the self-contained classroom.

Under a plan of flexible staffing, for example, one member of the group could become the "instructional materials specialist." Although the past few years have seen some remarkable developments in the field of educational technology – items such as cassette tape recorders, video tape, overhead projectors and transparencies -- one of the major reasons for their lack of widespread adoption has been inadequate teacher training in their use.

Flexible patterns of staff utilization are particularly helpful in the evaluation phase of the teaching-learning cycle. The process of student evaluation is improved because student progress is judged, not by a single evaluator, but by several teachers looking at the student and his achievement from different perspectives.

Another advantage of flexible plans of staffing is that substitute teachers can be used more effectively. Instead of being faced with the difficulty of following the absent teacher's lesson plan, the substitute can be fitted into a structured plan of instruction and can be supervised by the other members of the team.

Peer Influence

The "fishbowl" nature of team teaching disturbs many teachers long accustomed to the security of their four walls. Yet this is actually one of team teaching's advantages. Although some teachers may have been apprehensive about the openness of cooperative teaching, adapting to exposure has come more easily than they expected, and they acknowledge the constant and constructive pressures toward quality performance.

Performing in front of colleagues has two other advantages. First, teachers benefit from useful suggestions of fellow teachers. Second, teachers have the advantage of exposure to several types of teaching styles and the opportunity to improve themselves through observation and emulation.

The teaching profession has attracted many individuals who simply prefer to work by themselves. Some teachers, for example, like the relative independence that teaching affords them in making their own decisions as to the way their work should be organized. In some cases, these teachers may be able to adapt to working closely with others. However, it is probable that not all teachers are fitted by personality or interest for some of the flexible staffing patterns currently being adopted.

Planning Time

One of the biggest pitfalls encountered by schools establishing cooperative teaching has been lack of ability to schedule common planning time for members of the team. No single obstacle will destroy this type of venture more quickly than the lack of time to sit down and plan together.

There are many ways to provide planning time, the most common being the simultaneous use of special art, music, and physical education teachers; the use of aides, student teachers, and volunteers; occasional early dismissal of school; and a teacher work-day which includes time for planning after students are dismissed.

Teaming requires more planning time by teachers simply because there is a larger number of students and teachers.

This increases the number of variables to be considered. The time spent, however, is one of the school's best investments, because it is directed at giving students the benefit of the collective judgment of several teachers.

V IMPROVING SCHOOL LEADERSHIP

"Two things must occur if we are to avoid complete neutralization of the principalship. First, principals must work for new organizational relationships with teachers in the decision-making process at the school level. Second, differentiated staffing must be employed to release teachers to serve in varying capacities within the organization. The competence of the changed principal will be measured in the interpersonal skills with which he works with a team of teacher specialists."

--Fenwick English

Principals have one of the most complex jobs in public school systems. They start with ultimate responsibility for the individual and collective behavior of students; for the well-being and performance of staff; for the relationship of the school with the central office. Principals finally are accountable to their school community for satisfactory student progress. They know, however, that the underlying key to the success of their schools is what goes on between students and teachers in the learning process. It is the key to discipline, to teacher satisfaction in their jobs, and to community relations.

The typical elementary principal has the responsibility for supervising from twelve to twenty-five teachers. In a school of self-contained classrooms, this means he has an almost impossible tactical problem of adequate observation. At best, he is usually a "silent partner" in the teaching-learning process. He has very little input into what takes place in the classroom, for it is unlikely that he will ever sit with the teacher to help plan

instructional strategies. The most that the principal will probably do is to react to the teaching methods being used. Even here, he is handicapped by not being a part of the reasoning which shaped the teaching plan.

Principals cannot be expected to be instructional leaders in the sense of being curriculum specialists or authorities in all subjects. However, they can perform an essential leadership role in student learning as counsellors on meeting student needs. To do so, they need a plan of organization that permits them to make best use of their time. Under many of the innovative plans of staff utilization being developed in Ohio, principals are now playing a key role in the instructional process within their schools.

When a school is organized into units or teaching teams, the principal works closely with the teams. From a tactical standpoint alone, it is far easier for him to work with four teams of five teachers each than with twenty teachers in self-contained classrooms. Moreover, he becomes a part of the group planning process and has input into instructional decisions. He is also better fitted for evaluation of the methodology used and its effect on student achievement.

Many schools have formed an instructional cabinet, made up of the principal and the leaders of the teaching teams. These cabinets make all of the instructional decisions of the school. This plan has the advantage of closely involving the principal in instructional planning without expecting him to have the time or ability to be the final authority.

It is important to note that the choice of principal appears to be the key factor in teachers' decisions to participate in new projects. If the principal is announced in advance, and if teachers have confidence in his leadership ability, they tend to want to be a part of the innovation and work diligently for its success.

In most secondary schools, sheer size dictates that principals be given assistance in carrying out instructional leadership. This may be done in several ways, but the important thing is that assistant principals or coordinators of instruction who are given this responsibility devote full time to the work and that principals spend adequate time with them.

Principals have many non-instructional responsibilities such as maintenance, transportation, and secretarial services that are essential to the operation of their schools. Many principals are successful in delegating much of this work to a variety of people to the benefit of the total school program.

Principals who have arranged to become active in the planning and evaluation of instruction are enthusiastic about their new roles. Like teachers who feel more "professional" under new plans of staff organization, they welcome the opportunity to spend more of their time as "educator."

VI USING NONPROFESSIONALS

"Although it is commonly assumed that the major purpose of public education is the improvement of the students' ability to think, only a small fraction of a teacher's time is devoted to the improvement of his pupil's thinking. There is considerable evidence that teachers will modify their classroom behavior to provide more attention to the thinking process when they become aware of how little time they devote to it.

It is also possible that the delegation of some activities to another person will permit the kind of careful planning which is needed to enable the teacher to function in this, the highest professional role."

–Donald M. Sharpe

It has long been recognized that teachers spend a considerable portion of their day in activities which could be performed by persons less highly trained. Until recently, little was done to alleviate the problem.

Teachers themselves have been slow to accept the idea of having "outsiders" in their classroom. Even though they may have felt harried in their daily performance of duties, many of them have maintained an "I'd rather do it myself" stance. This reluctance has no doubt been partly shaped by the time-honored tradition of the isolated teacher in the self-contained classroom.

In 1969, Ohio became the first state to license educational aides. There are now approximately 6,000 aides who have received these licenses.

There are two key reasons for using persons other than teachers in the classroom. First, the process of individualized teaching can be improved. Instead of leaving one teacher to cope with the needs of approximately thirty students, the use of aides can reduce this ratio significantly. Secondly, the background of the aide may enable teachers to teach students who have not been otherwise motivated. It has been shown, for example, that aides who live within the neighborhood school community often are effective in helping teachers to better understand the problems of their students.

The use of aides is still largely restricted to clerical duties and supervision of students in non-instructional duties, but there are many schools in Ohio which are effectively utilizing them in the instructional process. Ohio law carefully spells out that the aide is to work under the direction of the teacher. In many classrooms, there is very close cooperation between teachers and aides, but in other cases, full use is not being made of the capabilities of aides because of confusion as to their role.

The distinction between teaching and non-teaching duties for the educational aide is not easy to define. Some activities in each category overlap. For example, the showing of arithmetic flash cards, which an aide is certainly competent to do, is a part of teaching. In the teaching-learning cycle, teachers are responsible for diagnosing, prescribing and evaluating, but there is no reason that nonprofessionals cannot carry out much of the implementing, under the direction of the teacher.

Even with aides taking over some of the clerical and supervisory tasks which formerly took up much teacher time, it is still too much to ask teachers to be the implementors of all learning activities for students. And giving up some of his former activities in no way reduces the professionalism of the teacher. It actually increases his professional competency by allowing him to devote more time to planning.

In addition to the use of aides, exciting steps are being taken in Ohio schools to use the skills of a wide variety of people in the classroom. These may be student teachers from

colleges and universities; students from methods courses in those institutions; volunteer parents, community resource persons with special talents, jobs or skills; junior and senior high school students, perhaps members of the Future Teachers of America; and even students from upper grades of an elementary school, who may be found tutoring in its lower grades.

There was a time when the education profession did not welcome any outside assistance in teaching. Even the practice of parents helping their children learn to read was often discouraged. Fortunately, this attitude has largely changed.

It is no longer a question of whether aides or volunteer parents or college students should be used in the classroom, but how best to train them and to use their talents. It is not enough just to train classroom aides–teachers and principals need to be trained to use them effectively.

VII INCREASING OPPORTUNITIES IN TEACHING

"If one were to seek deliberately to devise a system of recruiting and paying teachers calculated to repel the imaginative and daring and self-confident and to attract the dull and mediocre and uninspiring, he could hardly do better than imitate the system of requiring teaching certificates and enforcing standard salary structures that has developed in the larger city and statewide systems. Our problem today is not to enforce conformity; it is rather that we are threatened with an excess of conformity. Our problem is to foster diversity...."

--Milton Friedman

In nearly every Ohio school district, teachers are paid on a single salary sche ule. Such a schedule pays teachers on the basis of two fact rs: experience and formal training. These teachers are paid ifferently according to their place on the schedule, but there s no difference in what is expected of them in the classroom.

Many people s "merit pay" as the way of assuring that the dollars they spend for teachers' salaries are well-spent dollars. It would seem to b a sound principle to "pay people for what they produce." Ho ever, at this point in the development of public school edu tion, it is almost impossible to apply it successfully.

The first major difficulty in the application of a merit pay plan is the lack of greement on the precision of any rating plan

that has yet been devised. The second is the general lack of competence in precise rating of teachers by their supervisors or their peers. And general agreement on the accuracy of rating is essential if it is to be used to determine the amount of money a teacher is paid.

This is not to say that strengths and weaknesses of teachers cannot be identified, or that the effectiveness of teaching methods and the overall operation of a school cannot be assessed. The point is that many different qualities exhibited by teachers influence the rate of student learning, and it is difficult to add them up for purposes of establishing salary differentials among teachers. Furthermore, the problem of comparing results achieved by different teachers is complicated by the fact that no two students are alike, no learning situations are exactly comparable, and it may take considerable time for lasting results to be apparent.

The public strongly resents paying "poor" teachers as much as "good" teachers. And students can less afford poor teachers than can taxpayers. The problem of poor teachers should be solved either by helping them develop into good teachers or facing the fact that they are not suited for teaching.

Most outstanding teachers have professional interests that go beyond the performance of regular teaching tasks during prescribed hours of work. They are interested in the development of teaching and in improving the competence of other teachers and there is much of this work for them to do. They should be given added responsibilities and receive extra compensation for assuming them.

Unlike a rating for merit pay, the granting of added pay for added academic responsibility and hours of constructive effort can be conclusively justified. Added pay then becomes a due reward to the outstanding professional teacher, a powerful stimulus for leadership, and it significantly improves the attractiveness of teaching as an occupation for the type of people that are needed.

In schools which have established plans of team teaching or differentiated staffing, some teachers have been troubled by pay differentials for those teachers who have taken on added responsibilities, looking upon this as "merit pay." They have

confused labels such as "outstanding" or "superior" with job titles such as "master teacher" or "team leader." New staffing plans call for special duties, and when teachers are paid differently, it is according to the responsibility of their jobs.

In most Ohio school districts, the methods by which a teacher can receive more money are by: (a) getting older; (b) going back to school to get more credits in courses which may or may not increase his competency; or (c) moving into administrative positions. In regard to the last method, Fenwick English has said, "The incentive system of public education does not reinforce teaching as a career in education; it reinforces administration."

At present, all promotions lead away from the classroom. What is needed are salary plans which will allow the talented career teacher who wants to remain in the classroom to do just that.

Teachers strive for professional status in our society. It seems appropriate to point out in this regard that there are few occupations now generally accorded professional status that lack strong financial incentives for their members. As a result, there are usually marked differences in levels of income.

VIII EXPERIENCES WITH NEW STAFFING PLANS

"It would be a mistake to concentrate all the effort on a single area of pupil development, namely, the 'basic skills.' The danger here - and it is one by which schools have all too frequently been trapped - is threefold. First, it encourages the notion that, as far as the school is concerned, training in the basic skills is all that matters...Secondly, it tends toward neglect of the fact that if a school gives exclusive attention to this one area of pupil development, it may purchase success at the expense of failure in other areas--social behavior, for instance. Thirdly, it tends to blind people to the interrelatedness of educational objectives...Learning to read, for example, may be dependent on the pupil's maintaining good health. And the pupil's sense of his worth as a human being may be dependent on his ability to read."

--Henry S. Dyer

Most people hesitate to change from what they are presently doing, even if they are not particularly satisfied with its success, until they are convinced that a new plan is a "better" alternative. The problem is usually to define what is meant by "better." In the case of schools, the answer to what is "better" is generally looked for in terms of student gains in performance on paper-and-pencil tests of academic achievement. As Henry Dyer points out, this approach is fraught with limitations. Achievement tests represent only one source of information regarding program effectiveness.

Five types of information are commonly used to judge the worth of an educational program: (1) student achievement in subject matter and in the development of skills in thinking (cognitive), (2) changes in student interests, attitudes, and values (affective), (3) parent attitudes, (4) teacher attitudes, and (5) costs.

Student Achievement

In the case of differentiated staffing, it is too new to offer conclusive evidence as to its effect on academic achievement. However, Temple City, California, which was the first district in the country to adopt the plan, has found encouraging signs after evaluating the 1969-70 school year. Summarizing results in upper grades of elementary schools, Temple City found that there were significant gains for grades 3 and 5, average gains for grades 4 and 6, and significant gains in language and work study skills.

Martin Luther King Elementary School in Toledo also evaluated its program as a multi-unit, team teaching school in 1969-70. During that year, only two students failed to be promoted to the next higher grade. Normally, 24 might be expected to fail from a school the size of King. Pupils at King made greater gains in reading comprehension test scores than normally would be expected from similar students.

Many districts engaged in team teaching have failed to carry on effective programs of evaluation. Although they are convinced that better results are being obtained, they lack hard data to support their conviction. The absence of an adequate plan of evaluation has been a shortcoming of most new educational programs.

It is important to point out that subjective evaluation of academic achievement by teachers and principals, in spite of the fact that there may be some bias, is a valid part of present-day evaluation practice. This will remain true until the time when objective instruments are designed which measure adequately the student who digs deeply into a given topic or subject. Teachers and principals in Ohio who are using new plans of staff utilization and student grouping see students being

challenged for the first time and, as a result, exploring subjects which interest them in unusual depth.

Student Attitudes

The affective domain, which includes student attitudes, self-concept, and feelings, is receiving increasing attention, particularly in the light of student unrest. Evaluation in the affective domain is difficult. However, attendance figures, self-discipline, initiative and enthusiasm, school morale--are all important measures of student attitude, significantly reflecting what students think about their schooling.

Research findings consistently support the view that students are happier under flexible staffing and grouping plans. At Temple City, for example, there was a significant improvement in the attitude of boys toward school, and students generally were positive toward school and learning. At Martin Luther King in Toledo, students made favorable gains on inventories of school attitude. At Mentor, students in the first differentiated staff school scored higher on a school morale scale than did students in traditional buildings. Furthermore, evaluations at both Martin Luther King and Westwood in Dayton show an improvement in attendance and a decrease in problems of discipline.

Despite the generally favorable attitudes of students in schools with new staffing plans, there are some children, particularly in the primary grades, who need the close association with one teacher which the self-contained classroom allows. Special arrangements can be made for these children under flexible staffing plans. At the same time, an attempt should be made to help them become independent persons capable of self-direction. The new plans usually make it easier to do so.

Parent Attitudes

Parent acceptance of innovative staffing plans has generally been highly favorable. In the research findings, there have been only two aspects of some programs which parents have found

not to their satisfaction: large-group instruction and irresponsible handling of unscheduled time by some students. Both of these problems can be overcome by proper planning.

Parents in Temple City have been "overwhelmingly favorable," to quote from their evaluation results. At Martin Luther King, approximately ten times the normal number of pupils attended King at the request of parents who had moved outside the district.

Parents in such districts as North Olmsted and Union-Scioto, which have adopted flexible staffing plans, are reported to be enthusiastic in their support of them. Although it may take time for benefits to be fully recognized, the support of parents grows as they appreciate the effort to individualize learning for their children.

Teacher Attitudes

Teacher attitude is crucial in any new organizational plan. Teachers operating under new plans in Ohio schools are enthusiastic about their new role in the decision-making process of their schools. They indicate that they are working harder and almost without exception, feel that they are experiencing greater personal pleasure and satisfaction in teaching.

At Temple City, for example, 80% of the teachers believed that their new program produced greater involvement of teachers in planning and executing the educational program. This view is echoed in Dayton, Mentor, Xenia, and other districts in Ohio by teachers who work in team teaching or differentiated staffing programs. They feel that they have moved to a higher level of professionalism, one in which they have become much more proficient in seeking out alternatives to help students learn.

Costs

Start-up costs of plans for flexible staffing are described in the next chapter of this report. Continuing costs have proven to be little or no more than those of traditional plans. Temple City, California, in an evaluation recently completed, reported

their differentiated staffing project was costing only a fraction more than their previous self-contained classroom arrangements.

The Mentor, Ohio district has found that the two buildings in which they have instituted differentiated staffing cost no more to staff than the schools which operate with self-contained classrooms.

IX IMPLEMENTING NEW PLANS

"We can suggest that we do nothing until and unless we are absolutely sure of succeeding. But it is the weak man, not the strong man, who wants absolute certainty. It is the essence of leadership not only to live successfully with uncertainty, but also to be challenged by it, to experience its hazards and excitements, to know that the game is being played for high stakes, not for peanuts."

--Edgar Dale

Districts in Ohio that are leaders in improving staffing patterns have generally taken four major steps in implementing their basic plan:

1. Preparation of cost estimates to determine financial feasibility.
2. Planning the scope, timing, and development of programs.
3. Orientation of principals, teachers, parents, and students.
4. In-service training of staff.

Costs

Many new plans of organizing schools should cost no more than traditional programs, if carefully administered. The major financial hurdle to be overcome is provision for start-up costs that are typical of most new ventures. These are largely for staff training, new materials, and project coordination. In addition, provision should be made for the cost of initial planning and program evaluation.

Federal Title III funds, under the Elementary and Secondary Education Act, are usually granted for either one-or three-year periods, and are considered to be "seed money," with the local district taking full responsibility for the program after the grant period ends. Some Ohio programs have had to be severely curtailed at that point because the grant period was not long enough for adequate staff development. Furthermore, most flexible staffing plans require use of supporting special teachers in art, music, and physical education. These teachers are presently employed in many districts, but when they are temporarily provided from special grant funds, it is imperative that steps be taken to include them in later operating budgets.

There have not been sufficient Title III funds available to meet more than a small part of the need. Considerably more financial support is required if adequate progress is to be made throughout the State in capitalizing on opportunities for improving staff utilization. Furthermore, since Title III funds are for the purpose of establishing "innovative and exemplary" programs, they are restricted to the development of new types of programs, rather than duplication of existing successful plans.

As previously mentioned, most new school buildings are being designed to provide the type of space required for flexible staffing. Some alterations of existing buildings have only required the removal of walls, others have been planned as part of complete renovation of old structures.

Planning

Lack of adequate planning has been a major fault in several districts committed to change. Teacher attitudes toward such plans as team teaching and differentiated staffing may be influenced as much by the way they are put into operation as by their concepts.

The following are essential steps that have been taken by districts successful in adopting new plans of staff utilization. The needs and goals of students, parents, and staff have been assessed; the target school or schools have been determined; learning objectives and how they are to be measured have been established; and the structure of the program and how it will

fit into the overall organizational pattern of the district has been analyzed. In addition, a development schedule has been established covering the length of time over which the project will be tried. Experience has shown that there is considerable merit in starting new staffing innovations in only one or two buildings in a district.

In most schools which change from a self-contained classroom arrangement to some form of team teaching, there is usually no insistence on the part of the school that teachers participate in the new structure. Instead, they usually are given the opportunity to volunteer their services.

Orientation

Teachers, parents, students, and the general public all need to be oriented regarding educational innovations. Some teachers may show little initial enthusiasm for a new staffing pattern, because of the need for major change in established routines. Some individual must act as the "change agent," and this person will usually be the principal, although he may only be acting as the "resident change agent" for the superintendent or some other administrator.

Parents seem to question change in schools largely out of fear that children may learn less of the 3 R's and that discipline may suffer. Unfortunately, some potentially valuable past changes in teaching methods failed because they did not assure that an essential body of student knowledge would be acquired. Fortunately, this is a prime concern of educators currently working on innovative plans of staff utilization.

Most parents want their children to be disciplined in school and few educators will quarrel with them. The question is what type of early discipline best prepares a student for the time when he must act on his own. Most of the new plans of student-teacher relationships aim at teaching self-discipline. The result may be more apparent confusion in the primary grades but fewer later problems in high school.

Students are perhaps the easiest to orient, particularly in the lower grades. Many secondary students are critical of the instruction they are receiving, and they welcome

new patterns of organization which show promise of being more helpful to them.

In-Service Training

Substantial provision is made in most occupations for continuing education. This is particularly notable in the professions of medicine, law, and engineering, and most successful businesses budget sizeable amounts for regular employee training and preparation for operational change. The tendency in public school education has been to assume that education for a bachelor's or master's degree has adequately trained a teacher for a lifetime of work.

There is a special need for training both teachers and administrators in new ways of working with students under flexible staffing plans. Much of this has to be done in advance of instituting the plan. More training is required as experience is gained in the laboratory of the classrooms, adjustments are made in teacher assignments, new ideas are introduced, and refinements are developed.

X THE ROLE OF THE STATE

"The General Assembly shall make such provisions by taxations, or otherwise, as, with the income arising from the school trust fund, will secure a thorough and efficient system of common schools throughout the state....."
--Article VI of the Ohio Constitution

Boards of education in each district are instruments of the State rather than of municipal government, and operate under specific requirements of Ohio law. However, much autonomy has traditionally been left with districts to establish their own educational objectives and plans.

The optimum relationship between the State and its school districts with respect to improvement in instruction is one in which the State fills needs for information, guidance, and financial support that clearly exceed the capabilities of local districts. At present and in the foreseeable future, there is a clear need for special help to school districts in improving the utilization of teaching staff--help with information, counsel, and money.

State Department of Education

The State Department of Education consists of the State Board of Education and the Superintendent of Public Instruction and his professional and clerical staff. The Department performs a wide range of essential services through its divisions of Elementary and Secondary Education; Vocational Education; Guidance and Testing; Special Education; Teacher Education and Certification; School Finance; School District Organization; Instructional Materials; Computer Services and Statistical Reports; Federal Assistance; Research, Planning and Development; Drug Education; its sections of School Food Services and

School Building; and its Office of Urban Education and State Schools for the Blind and Deaf.

The State Board of Education and the Superintendent of Public Instruction have recognized the need for better utilization of staff. Included in recommendations of December 14, 1970, to the Governor and the 109th General Assembly, the State Board of Education said:

> "The Board of Education proposes the following changes in statutes governing staff considerations:
>
> 1. Funds should be provided to conduct a study on utilization of teaching manpower, the results of which could be used to formulate guidelines for improved manpower utilization.
> 2. School districts should be encouraged to develop differentiated staffing patterns in order to promote better utilization of teaching manpower."

It is hoped that this report and other work of the Commission on Public School Personnel Policies will provide much of the needed current information on utilization of teaching manpower. There is an ongoing need, however, for a central agency to collect and disseminate information on new developments and results of particular plans.

Innovative programs throughout the State and nation, both small-scale and those embracing entire schools and districts should be regularly identified and described. Information should include: planning processes; training methods; types of new facilities; adaptation of old facilities to new uses; attitudes of teachers, students, and parents; start-up costs; net effect on basic costs; type of program evaluation; and apparent reasons for successes and failures.

Planning, training, and program evaluation are keys to the successful installation and refinement of programs for better use of staff. There is a need to synthesize the experience that is being gained and to improve methods being used.

Many school districts would benefit from direct counsel on means of improving staff utilization. Competent technical assistance should be made available to them.

The State D epartment of Education is the most logical agency to serve the needs of school districts for information; improved metho s of planning, training, and evaluation; and direct counsel on planning and implementation of programs for improved staff u ilization. It also has a background of experience in new meth ods of organizing schools through its administration of federa grants. In addition, it has been assisting at the university le vel in planning pre-service teacher education in new arrangem ents for teaching. If regional resource centers should be establi shed, they would have a tie-in with the State Department and heir work would benefit from having a central source of informa ion on staff utilization.

The State De partment of Education will need an expanded staff to assist sc hool districts in making best use of teaching personnel. This staff should be compensated in appropriate relationship to th e compensation of administrators in school districts to be served

Funds for Development

Research an development are household words in most American institu ions, from military establishments and space agencies to man facturing firms and medical colleges. Today, we seem to know little about the process of learning relative to our overwhelmin knowledge in other fields, yet the educational enterprise natio ally invests only 0.3 percent of operational expenditures on esearch and development. In most school districts the percent age is probably much smaller. This is in contrast to research and development expenditures of 4.6 percent of the nation's to al expenditures on health care, a rate 15 times greater.

There are ma ny areas in elementary and secondary education that need re search. Full benefit will not be received from research dollars or such things as developing skills in reading and arithmetic, h owever, unless teachers are effectively assigned to carry out va ious teaching tasks. Ways of best deploying staff and the t raining of teachers in new roles can, in this sense, be onsidered a fundamental aspect of educational research.

Few school districts have adequate resources to carry out development programs. They need financial assistance for planning, in-service training of staff, improvement in measurement of student achievement, overall program evaluation, project coordination, and new instructional materials. There is no indication that sufficient federal funds will be available to meet these needs. For example, federal Title III funds to be spent on staff utilization in Ohio in 1971 total about $804,500, and were allotted to only 11 out of the total 631 districts.

State funds should be appropriated to cover the development costs of new plans of staff utilization.

State funds earmarked for improving the use of teachers might best be placed in a discretionary fund for distribution by the State Department of Education. The plan of distribution could be the same as that now used in allocating most federal funds to school districts. Each district would submit a proposal for a grant of funds to cover the start-up costs of a particular plan of staff utilization that it wishes to establish. The proposal would detail steps and cost in planning; method, extent, and cost of teacher training; and a program for project evaluation. The latter would include costs of developing and applying measures of all types of student achievement.

The State Department will need to establish guidelines for distribution of development funds. They should take into account geographic coverage of the State, size of the district, and completeness of programs for planning, training, and evaluation. The relative wealth of districts should also be considered in allocating funds among them. Geographic coverage should be planned so that all districts in the State have easy access to ongoing demonstration projects.

It is expected that five to ten years will be required to bring about widespread use of improved methods of utilizing staff and the needed funding of development costs should be viewed as a long-range undertaking. Exact amounts for continued support of the program should be calculated from experience in early years and from periodic evaluation of overall results by the State Department of Education.

In 1968, the Council for Educational Development stated: "We are convinced that reconstruction of instructional staffs and school organization must lie at the heart of any meaningful effort to improve the quality of schooling in this country."

We concur.

We believe that the talent and skills of our young people are our most important resource. We are convinced that new ways of organizing schools are essential to provide the educational programs to fully develop that resource. We are confident that the principles of flexible staffing are sound, that the technical expertise is within the capability of Ohio institutions, and that the financial means are well within our reach. We also believe that there is much basic agreement upon these priorities among educational leaders.

What is most needed is dedicated effort at the State, school-district, and school-building levels to move further in the direction of more effective staff utilization. School districts can do much on their own. With State aid, they can do much more. The Commission on Public School Personnel Policies in Ohio believes that the need is urgent, and the time to make the effort is now.

APPENDIX

SELECTED DATA ON OHIO SCHOOLS

Fall, 1970

School Districts		631
Full-Time Classroom Teachers		100,315
Enrollment:		2,424,227
Kindergarten	170,409	
Grades 1-8	1,469,217	
Grades 9-12	694,969	
Special	48,997	
Ungraded	40,635	
Public Schools:		4,255
Elementary	3,237	
Junior High	263	
High School	755	
Operating Expenses: (1969-70)		$1,510,223,963
State Subsidy		$ 461,101,802
Percent of Operating Expenses		30.53%

Source: Ohio State Department of Education

LEARNING TO LEARN, LIKING TO LEARN, AND LEARNING

Effective teaching centers on teaching students to find, relate, and evaluate information in a way that develops the practice of critical thinking and produces satisfaction in learning. It calls for a certain amount of memorization, but learning limited to memorization is sterile.

Most teachers try to teach children to learn and hope they can make them like to learn. Many gifted teachers have been successful in doing so as individual practitioners working in the privacy of their classrooms. Experience is proving, however, that most teachers have a better chance of accomplishing learning objectives when there is flexibility in grouping children and dividing varied teaching tasks among a group of teachers.

One approach to flexibility is the "open" school, where 100 to 200 primary age children may be assigned to one large room and the same number of older children to another. During the day they will work in different groups based upon their needs and interests and move from group to group. At a particular time, we may find one group of ten children of different ages who have a common difficulty in reading. In another group, we might see five first-grade children, who would be disrupters in a regular class of 25, but who are now developing interest and self-control working with their hands on a creative project. In a third group there may be 35 children with high skill in arithmetic solving problems their teacher places on a screen.

In the open school, we may see much free but purposeful movement of children. Some may be going to a library corner, having left a science group to look for source information, or from a social studies group that is unable to agree on the background of a certain event. Among older children we may find much unsupervised study, perhaps three boys reading together on the floor, absorbed and enjoying the process of learning.

In many schools with traditional small classrooms, grade levels have been eliminated and students move from room to room for subject instruction according to their competence.

The aim is to avoid the boredom of the gifted child and the frustration of the limited child that results when they are always together in a large class. This in no way precludes arrangements for putting children of varying abilities together for subject work, but when this is done, it is on a planned basis with a specific result in mind.

In both open schools and traditional buildings using a nongraded plan, students are mixed together. They are grouped by needs, but they move from group to group. This is in contrast to some plans of grouping children by intelligence levels in self-contained classrooms. In the open and nongraded schools, some skilled readers may be together in a special arithmetic class, but there are no permanent groups of "bright kids" separated from "dumb kids."

Some schools have stayed with grade levels in adopting their particular plan of flexible staffing. The use of several different ways of better meeting the needs of students should be helpful in the refinement of all plans.

Too many high school students have suffered through a long year of one teacher's interpretation and presentation of his subject. The result has been a plateau in the process of learning to learn, boredom, teacher frustration, and waste of time. Opportunity for achieving a different result can be illustrated in the case of the teaching of American history.

It is unlikely that each of five teachers of American history in a large high school are equally capable of making all key parts of the subject become alive and relevant to students. Yet one may have a deep and exciting comprehension of the history of ethnic groups, another may be expert in economic development, the third may be an authority on the Civil War, another on the history of government, and the fifth may be most lucid in the fields of American art and literature. There are a variety of ways by which they could pool their resources. In some cases, they might have an extensive division of work, in others they might exchange just a few classes. In any event, students should have full benefit of available teacher expertise and the stimulation of exposure to a variety of teachers.

In some upper schools, subject teachers are pooling their capabilities in another way. There may be no American history

teacher who can excite students about the way American literature reflects the changes in American society. History teachers and English teachers, however, can work together to give students the best total learning opportunity. All of this requires flexibility in staffing and a type of instructional leadership that goes beyond course content and concentrates on finding ways of best matching students with teachers.

TEAM TEACHING

Many Ohio schools are using some form of team teaching. The extent of its use ranges from Springfield Local near Toledo, where two teachers work together with two combined second grade classes, to the three elementary schools in North Olmsted, where all teachers work in teams without designated team leaders, to Martin Luther King School in Toledo, where the teams have designated leaders. In its broadest sense, team teaching is any arrangement where teachers jointly take responsibility for determining the needs of students and share their capabilities in meeting them.

Team leaders are generally not financially compensated for their added responsibilities and duties. Many prefer to be on the same schedules as their colleagues to avoid any feeling of separation as "administrators." On the other hand, the romantic implication that everyone is a leader will probably not stand the test of time. All programs should be regularly evaluated and the process has to start with the leader. This aspect of responsibility alone seems to call for differentiation in compensation. In most professions there are varying levels of responsibility with commensurate compensation, yet lawyers remain lawyers and architects remain architects. Teaching should gain in professional status as team leaders are appropriately rewarded.

The following schools in Ohio are considered by knowledgeable educators to be good examples of team teaching in the State and have been visited by the Commission staff. The list is not presented as all-inclusive.

Elementary Schools

Centerville Village South (K-5).
Lakewood Grant Elementary (ungraded).
North Olmsted Birch (K-6), Butternut (K-6), Spruce (K-6).
Ottawa Hills (K-6), Ottawa Hills Local (Lucas County).
Union-Scioto Elementary (K-6), Union-Scioto Local (Ross County).

Middle Schools

Centerville Watts (6-8), Hithergreen (6-8), Tower Heights (6-8).
Delaware Willis Intermediate (6-8).
Reading Community Middle School (ungraded).

Senior High Schools

Akron Firestone (10-12).

DIFFERENTIATED STAFFING

Differentiated staffing is basically the same as team teaching and the terms are sometimes used interchangeably. Flexible staffing is the fundamental characteristic of both and they have the common objective of grouping students by needs and assigning teachers according to capabilities. They both aim for the optimum in individualized instruction.

Differentiated staffing is distinguished from other plans of flexible staffing by a distinct pattern of organization which calls for set levels of teachers, each with a different salary schedule based upon responsibilities and duties. This arrangement has perhaps unfortunately been given the designation of a hierarchy. It is unfortunate if it connotes rigidity and distance between levels. It has been used probably because no better term has been found. When schools employ paid aides and team leaders and department heads are given extra compensation, they in effect have a differentiated salary plan. The main difference is that schools classified as having differentiated staffing have usually gone further in salary gradations and levels of organization.

Differentiated staffing was first instituted in Temple City, California, in 1968 after extensive planning under a district study grant of the Charles F. Kettering Foundation. Other districts outside of Ohio with differentiated staffing plans include Beavertown, Oregon; Kansas City, Missouri; Niskayuna, New York; and Fountain Valley, California. Dade, Leon, and Sarasota Counties in Florida all have differentiated staffing pilot projects.

In Temple City, the "Associate Teacher" is at the lowest level of the hierarchy. He is typically a beginning teacher with lighter teaching responsibilities. The "Staff Teacher" at the next level is an experienced classroom teacher. He may also be a specialist in small- or large-group instruction. The "Senior Teacher," who is "the teacher's teacher," is on the next level. He is a highly skilled practitioner in his subject area, and is primarily responsible for the application of curricular innovations. His teaching responsibilities will be less than the Staff Teacher.

The apex of the hierarchy is the "Master Teacher." He must have a Doctorate degree or its equilvalent, and possesses scholarly depth of knowledge in his assigned area. His teaching responsibility is less than that of a Staff or Senior Teacher, and the majority of his time is spent in research and practical application in the classroom.

Senior Teachers and Master Teachers in Temple City may be paid salaries substantially above the schedule for Staff Teachers. They are on limited contracts for these positions, however. The intent of the salary plan is to improve financial opportunities in teaching for those teachers who wish to assume added responsibilities and duties.

Schools in Ohio with differentiated staffing plans are:

Mentor Lake (K-6), and Orchard Hollow (K-6).

Dayton Westwood (K-8).

Canton Lathrop (K-8).

INNOVATIVE HIGH SCHOOLS

It is difficult to categorize the program of Ohio's innovative senior high schools. Most of them are combining several promising practices, including modular scheduling, team teaching, large- and small-group instruction, independent study, nongradedness, provision of common planning time for teachers, and flexible use of classrooms or open space.

Among the most innovative programs are:

Athens High School (9-12). Modular scheduling, semi-open space, nongraded, independent study.

Dayton Chaminade High School (9-12). Modular scheduling, independent study, large-small group instruction, common planning time for staff.

Lima Shawnee High School (9-12), Shawnee Local (Allen County). Modular scheduling, independent study, teaming, large-small group instruction.

Mariemont High School (9-12). Modular scheduling, open space, team teaching.

Toledo Whitmer High School (10-12), Washington Local (Lucas County). Nongraded, team teaching.

INDIVIDUALLY GUIDED EDUCATION (I.G.E.)

A promising new model of staff organization and curriculum restructure is the program called Individually Guided Education (I.G.E.). This plan is being fostered by the Institute for Development of Educational Activities, Inc., |I|D|E|A|, an affiliate of the Charles F. Kettering Foundation.

The I.G.E. model incorporates two well-known concepts about teaching and learning: team teaching and nongradedness. In addition, however, it has included several other components which are important when a school is attempting to innovate. These include special training of the school staff and alliances with other schools which are engaged in similar projects. To carry out these objectives, |I|D|E|A|, has produced many films, filmstrips, and booklets for use by school staffs who are entering the I.G.E. program; and |I|D|E|A| has formed "leagues" which are composed of all of the schools in a geographic area, usually around a university, which are engaged in an I.G.E. program.

Although most have begun the I.G.E. program during the 1970-71 school year, the following elementary schools are examples of the model in at least partial operation:

Centerville Stingley (K-4).

Dayton McNary Park (K-5).

Toledo Martin Luther King (K-6), Old Orchard (K-6).

Xenia McKinley (K-6), Simon Kenton (K-6), Spring Valley (K-6).

YEAR-ROUND EMPLOYMENT OF SELECTED TEACHERS

Many excellent teachers leave the classroom each year so that they may earn higher salaries as school administrators. Many of these persons would prefer to remain in teaching if they could earn salaries somewhat commensurate with those paid administrators. Differentiated salary plans are one answer to improving financial opportunities in teaching.

The Warren City Schools attacked the problem in 1969 by instituting an "Executive Teacher" plan, whereby 5% of the teaching staff is employed year-round. It is aimed both at improving financial opportunities in teaching and meeting a common need for more professional time on curriculum development. By working throughout the summer on the development of curriculum and instructional materials, these teachers have made a significant impact on the school system's curriculum.

Most of the Warren teachers appointed to these positions are hired on a permanent basis in the basic curriculum areas of mathematics, language arts, science and social studies. The remainder of the teachers are employed for one year at a time to work in the areas of art, music, physical education, industrial arts, home economics, pre-school education and vocational education.

ALL-YEAR SCHOOL

At the start of the 1968-69 school year, Atlanta, Georgia gained nationwide publicity when it began a four-quarter school program. The year-round school concept bears importantly on the attractiveness of teaching as an occupatation by providing greater employment opportunity for those teachers who desire it.

The all-year school plan has many and complex problems of implementation, but offers great promise in areas of curriculum restructuring, better utilization of space, and increased flexibility for students in course selection.

Fairfield Local in Butler County, Ohio and Forest Hills in Hamilton County have received a joint Title III grant for the purpose of implementing an all-year school. Their goal is to start the program in September, 1972.

The Cincinnati City Schools will schedule their secondary schools on a "four-term year," beginning September, 1971. This is not year- round, since each of the four terms is 45 days in length. By adding a fifth term later, it can be converted into an all-year school program. Staff utilization in Cincinnati can benefit because teachers will have the same planning period and nearly all study halls will be eliminated.

ADDENDUM

The purpose of this Appendix has been to provide a short description of several promising models of staff utilization which are currently in use in Ohio. Along with each description is a list of schools which have successfully implemented the model, or which have made significant first steps.

Most of these schools and several others were personally visited by at least one member of the Commission staff. The Commission wishes to make it clear that there are other schools in Ohio which could have been named in this report as innovative or exemplary models of improved staffing.

Many innovative programs of staff utilization are found in Ohio's larger cities, and most of these are being funded under Title I or the Ohio subsidy for disadvantaged children. Since they fall into several kinds of categories and are given different labels, no attempt has been made in this report to describe each model. However, many of these appear to be paying important dividends in gains in student academic achievement and attitudes.

Additional copies of this report can be obtained from:

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